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ABSTRACT

Empirical research pertaining to the relationship between external agencies' decisions and the implementation of these decisions suggests two conclusions. First, the implementors of change are likely to view externally initiated change with apprehension and resistance, and second, when external agencies initiate change, the result depends on management's ability to get implementors to meet the intent and objectives of change. The degree of success of educational change is a function of the manager's ability to overcome staff resistance to change. However, most theoretical models that seek to define organizational change tend to deemphasize the implementation process. In the case of externally initiated change, the extent to which an agency depends on outside resources is a critical factor in implementation. Compliance by an organization with external decisions is related to the degree of dependency on outside resources by the agency carrying out the policy. Within the organization, the implementation process is influenced by maneuvers among members to actualize their own personal and organizational goals. (JEH)

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THE IMPLEMENTATION OF PLANNED EDUCATIONAL CHANGE: A THEORETICAL DISCUSSION

by

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Report from the Project on
Studies of Implementation of Individualized Schooling

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Abstract

Most researchers view the impetus for a decision to implement planned change as the recognition of a "performance gap" which originates from within the organization. Until recently, there has been little research on organizational planned change that is assessed and mandated by external agencies. The inclusion of external decisions along with internal decisions for change should provide a more dynamic view of change implementation. This paper reviews the literature to provide a theoretical basis for understanding the relationship between external decisional relations and the implementation of change. Attention is given to decision source, organizational commitment to change, and constraints and control over the task performance required by the change. The author draws the conclusion that individual/organizational self-interests should be the focus for understanding the implementation process, which involves efforts to integrate demands for change with the autonomy of individuals and organizations to pursue their own interests while accomplishing the goals or tasks required by the change.

Most researchers view the impetus for a decision to implement planned change as the recognition of a "performance gap" which originates from within the organization (Downs, 1968). Individuals (managers, practitioners, coalitioners, and so forth) within the organization perceive a need for change, search out alternatives, derive policy guidelines for operation, seek proper approval if necessary, and execute the policies for implementation. Until recently, there has been little research on organizational planned change that is assessed and mandated by external agencies (Johnson, 1979). The inclusion of external decisions along with internal decisions for change should provide a more dynamic view of change implementation. The objective of this discussion is to review literature to provide a theoretical basis for understanding the relationship between external decisional relations and the implementation of change. For the purpose of this discussion, attention will be given to the decision source for change, organizational commitment to change, and constraints and control over the task performance required by the change. The discussion will consist of a definition of terms, orientation to the problem, review of conceptual approaches, development of a theoretical framework and summary.

Definition of Key Terms

A cursory examination of the literature on planned educational change reveals a wide variation in the definitions of terms. To avoid confusion, the definitions of key terms used in this study are listed below.

Organization: a system of interrelated behaviors and expectations of people who are performing a task in order to achieve effective performance within the system (Lawrence & Lorsch, 1967, p. 3; Stogdill, 1966, p. 22).

Integration: a process of achieving unity of effort among members in the organization (Lawrence & Lorsch, p. 3). Furthermore, integration is an indication of the organization's ability and effort to maintain structure and functional relations as policies are implemented (Stogdill, p. 85)

Commitment: identification with what the change will bring to the organization and the extent to which a member of the organization is willing and able to perform tasks comprising the change (Burns, 1963; Katz, 1968; Porter, 1974).

Satisfaction: organization members' acceptance of situational and organizational factors which affect how they are able to relate with others in the organization and carry out task objectives. Inducement-contributions schemata such as pay and other incentives, the actual work to be performed, and co-workers are examples of job satisfaction facets (March & Simon, 1958, pp. 84-88; Simon, Smithburg, & Thompson, 1950, pp. 381-382).

Planned Change: deliberate and major alteration in the goals, structure, or processes within an organization (Miles, 1964, p. 13).

Change Process: includes adoption (activities which precede the actual use of implementation), implementation (activities involved with

actual use of the change), and adaptation (activities that either modify the change to meet environmental condition or modify the organization to meet the requirements of the planned change) (Barrows, Klenke, & Heffernan, 1979).

Implementation Process: described by Bardach (1979) as: (a) a process of assembling the required elements for producing a particular programmatic outcome, and (b) the playing out of a number of loosely interrelated games whereby these elements are withheld from or delivered to the organization on particular terms (pp. 57-58). Conversely, the process includes the maneuvers and counter maneuvers by organization members to adjust the planned change to their particular interests, either personally, organizationally, or professionally (Burns & Stalker, 1961).

External Agencies: agencies whose decisions are relevant to goal setting and goal attainment within an organization (Dill, 1958; Evans, 1966).

Orientation to the Problem

In general, empirical research literature pertaining to the relationship between external agencies' decisions and the implementation of planned change is limited. Among the research that exists, at least two major findings are prevalent: (a) when planned change is initiated by external agencies, those who must implement the change at the organization level (e.g., teachers) are likely to be less committed and satisfied with the change than if the change was initiated within the organization, and

(b) when the change is initiated externally, those who initiated the change must utilize strategies which will induce the implementors to become committed to the change and thus comply with the objectives of the new policy or program. The purpose of this section is to examine the significance of these two findings to implementing change in school organizations.

When change is initiated externally, the levels through which decisions and compromises must take place obviate the intent of the change and further complicate the implementation process. Pressman and Wildavsky (1973) in their study on implementation noted that the greater the number of administrative levels through which a change effort must pass, the greater the possibility that the original intent and objectives will be changed, if not subverted outright. Furthermore, the difference between where the decision is made and the prevailing preferences, values, and commitments of the actors involved may explain how the change is implemented or will be implemented. Abbott (1969) noted that resistance and/or discontinuation of a change represents "sunk costs" to those at the organizational level responsible for carrying out the change objectives. In the educational enterprise, sunk costs consist of a "substantial investment in training or experience and a psychological commitment to particular ways of programming activities. Conversely, the forces for change represent some sort of dissatisfaction with the status quo" (Abbott, p. 43). As a result, Abbott argued that if a new policy or program is to be successful, it almost necessarily must originate at the organizational or school level.

In a related report, Warren (1976) observed that despite the available resources, the New York City's Experimental Elementary Programs (EEP) were subverted by teachers partly because the decision to implement the programs was viewed by teachers as a mandate from outside agencies. As a result, teachers were not cooperative with the agencies managing EEP; nor were they committed to implementing the new program. In essence, the teachers felt their autonomy to teach and perform activities in the school was encroached upon. In light of these observations, it appears that commitment and satisfaction among participants at the level of implementation may be contingent upon the locus of decision to implement.

Another finding views externally initiated change in terms of how outside agencies get those who will implement the change to carry out the intent and objectives. Gross and his associates (Gross, Giacquinta, & Bernstein, 1971: Herriott & Gross, 1979) contend that the success or failure of educational change is basically a function of the manager's ability to overcome staff resistance to change. The models developed by Gross (the "Overcoming Resistance to Change" (ORC) model and the "Leadership Obstacle Course" (LOC) model) assume that external decisions to implement have taken place and that resistance in varying types and degree will occur. The burden of proof is upon those in charge of managing the change to eliminate these obstacles. The obstacles are to be removed by utilizing strategies which will induce commitment to and satisfaction with the change (Herriott & Gross, pp. 30-38). For example, Herriott and Gross emphasized power-equalization strategies which include participation of sub-

ordinates in how the change will be implemented. The intended result is to develop a sense of involvement and attachment to the change.

In essence, the manager of change ensures that the implementors of change will comply with the intent and objectives of the planned change. McLaughlin (1976) also viewed compliance as a major obstacle to overcome when change is externally initiated. In her research on the ESEA Title I program, McLaughlin noted the failure of implementing Title I was in part due to a lack of induced compliance from those who were to implement the new policies. According to McLaughlin, the factors which support compliance--common goals, an incentive system, information feedback, reliable knowledge about effective strategies, and effective authority--were deficient or unstable in some respect in the instance of Title I (p. 414). In short, when change is mandated or issued downward and outside of the school or organization, there must be some means to induce compliance. Implicit in this approach is the assumption that over time individuals will become committed to the planned change once they are oriented to its intent and objectives.

To summarize, at least two findings related to external agency decisions and the implementation of educational change have been identified: (a) the implementors of change are likely to view externally initiated change with apprehension and resistance, and (b) when external agencies initiate change, the focus is on management control in order to get implementors to meet the intent and objectives of the change. A major assumption is that commitment and acceptance can be developed through various strategies and incentives. Despite the assumptions and significance of

the two findings related to external decisions and implementation, there is a lack of empirical investigation that links them in a process once the planned change is in use. Empirical research in this area may provide insight into many of the existing formulations or conceptualizations on implementing planned change in school organizations.

Conceptual Approaches to Organizational Change and Implementation

Most theoretical models attempting to define organizational change have either de-emphasized the implementation process or defined implementation in limited terms. Barrows (1980) has observed that the change models do not account for top-down decisions for adoption and for external stimulus or impetus to change (Barrows, 1980, pp. 28-29). Researchers examining externally initiated change have recognized Barrow's criticism (e.g., Coleman, 1973; Levin, 1977; Stiles & Robinson, 1973; Zaltman, Duncan, & Holbek, 1973). A shortcoming of research addressing externally initiated change is the basic assumption of a rational and phasic view of implementation. Based on this assumption, implementation of planned change has been studied and evaluated through identified stages. Individual or organizational conformity to the goals is assumed and use of technology included with the change is the most common research strategy.

Levin (1977), for example, in his polity model recognized that the implementation of change within an organization is conditional to external circumstances. According to Levin, the polity (external agencies) directly

influence (a) the goals set by educational institutions or systems and the financial resources available to achieve those goals; (b) the selection of non-financial educational resources such as personnel; (c) the process whereby resources are mobilized and coordinated to achieve goals; and (d) the political, social, and economic results of educational process (pp. 12-16). Levin's perspective perhaps represents an extreme since he concluded no change can be successful if it moves ahead of the polity; therefore, educational change reflects changes in the organized society or polity. Levin's model does not consider the reactions and interactions between the polity and those who implement the change.

Zaltman, Florio, and Sikorski's (1977) proactive/interactive change model (P/ICM) attempted to provide a purposive interaction of the educational organization and its environment when the change is internally initiated (see Figure 1). According to Zaltman et al., the implementation of planned change comes about through improved communication linking the school's socio-political system to the environment, utilizing available resources and lowering the participant's resistance to change (Zaltman et al., 1977, Chapter X). The model is characterized by the type of relationship conditioned by the impetus for interaction between the school organization and an agency in the environment.

The impetus for interaction between the organization and its external agency is central to the P/ICM. Three types of relationships have been identified by Zaltman and his associates:

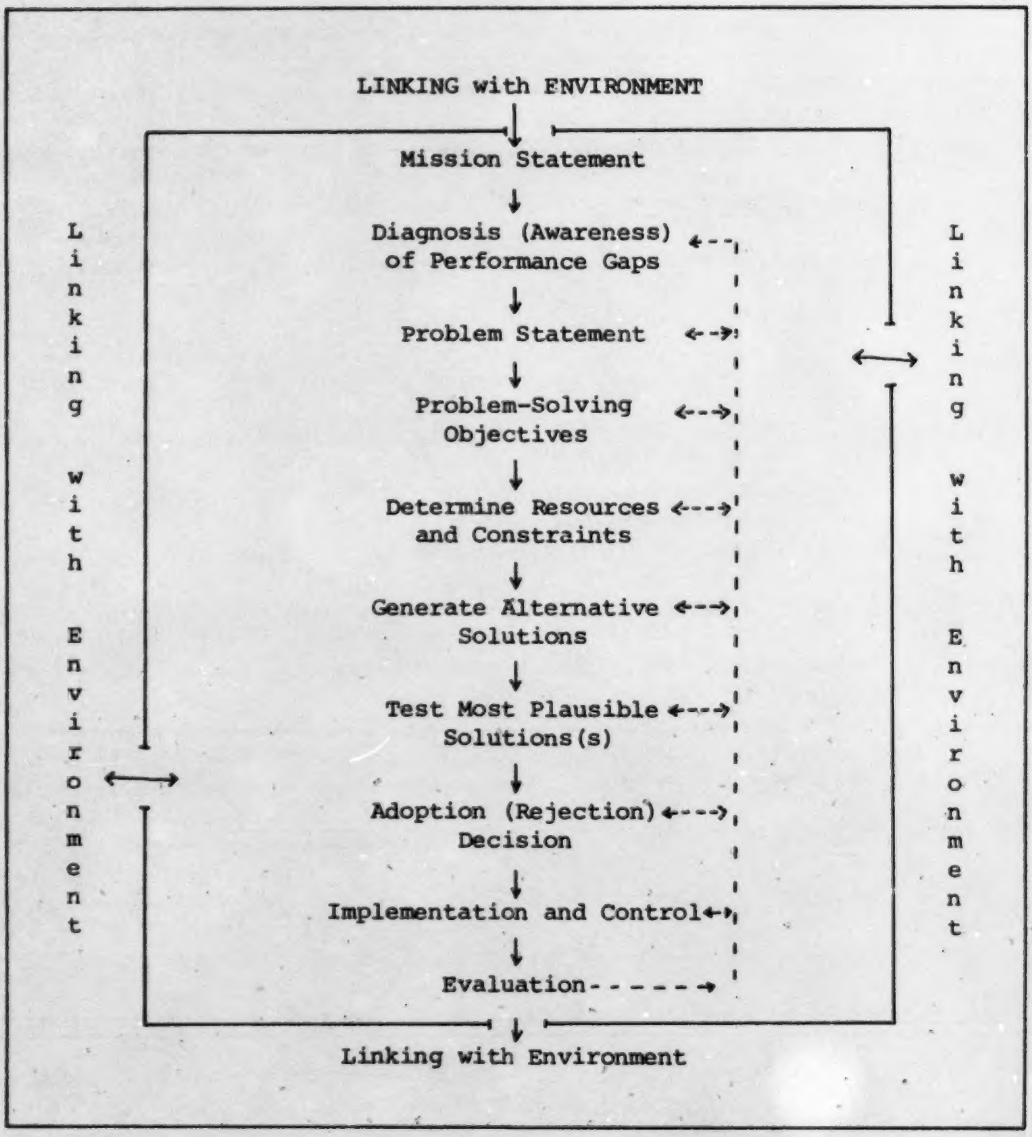

Figure 1. The proactive/interactive change model.

Source: G. Zaltman, D. H. Florio, and L. A. Sikorski. Educational change. New York: Free Press, 1977, p. 141.

1. Reactive relationships: the school or its system continually responds to external forces. Schools as open systems are often characterized as having reactive relationships with environmental entities.

2. Proactive relationships: the school takes the initiative to adopt and implement an innovation, while actively seeking needed external resources, energy, and knowledge.

3. Interactive relationships: change comes through dynamic interchange on a collaborative and synergistic basis between the school organization and the environment (Zaltman et al., 1977, p. 126).

In short, P/ICM can be summarized as an open system linking the school with external agencies and resources, where there is informed and collaborative decision making, unconstrained human interaction, and the multidirectional communication flow (Zaltman et al., p. 181). In this strategy, change is initiated through the collaborative efforts of the organization members and through interactions between individuals in the organization and its environment (Gaddis, 1977, p. 67).

A weakness in the Zaltman et al. model is that like many of the models emphasizing adoption it presents ideal and prescriptive conclusions and strategies (Barrows, 1980). That is, it does not account for top-down, outside decisions and circumstances which mandate change for implementation in the organization. Zaltman recognizes that organizations react to external forces in his identification of reactive relationships. But as the title of the model indicates, emphasis is on proactive and interactive change, i.e., internally initiated and collaborative change. What is not

clear from this model is whether the same process and circumstances for internally initiated, collaborative change hold for for externally initiated change.

Whether the same process and circumstances for internally initiated, collaborative change hold for externally initiated change is important for understanding the nature of the relationship between the organization and external agencies. Levin suggested that it is the polity's control over resources and the organization's dependency on the sources that will dictate implementation. Alternatively, an organization's independence from the polity will dictate the implementation of change as well (Aldrich, 1979; Duncan, 1972; Katz, 1968). According to Emerson (1962), the dependence of an actor A (an individual, group, or organization) on another's actor B is directly proportional to A's motivational investments in goals mediated by B and inversely proportional to the availability of those goals to A outside of the A/B relation (Emerson, p. 32). The power to control or influence others thus resides in control over the things valued by the individual, group, or organization (for expansion of Emerson's theory, see Blau, 1972). Further attention, therefore, might be given to the extent to which individuals have control over the resources and task objectives of externally initiated change.

Based on Emerson's theory, one might conclude that emphasis on compliance assumes the agency carrying out the policy depends on outside resources. Compliance consists of how the resources are to be used

and how the implementors are to perform the tasks required by the change within the organization. Blau (1964, 1972) expanded Emerson's ideas by considering the conditions under which actors will be able to maintain their independence in a situation of potential dependence, the conditions that actors must meet to ensure the dependence of autonomy-seeking actors, and the system level implications of the two groups' activities. Blau argued that supplying services to others a person establishes power over them. By regularly supplying services that people cannot obtain elsewhere or can obtain only at great cost, a supplier obligates the user (Blau, 1964, p. 118). In view of potentially dependent organizations, Blau identified four conditions that would foster independence of an organization from another that controls potentially valuable resources (see Table 1). First, independence is facilitated through access to and control over strategic resources, as this permits an exchange relation in which neither organization gives up more than it receives.

The second condition involves alternative sources for needed resources which would enhance an organization's independence and improve its bargaining position. In this case, "exit" (the option of leaving the relationships) can be the ultimate negotiating point. In the third condition, independence may be achieved by using coercive power to force the other organization into providing the required resource without complying with its demands. Coercion includes the use of the law and administrative sanctions--strikes, court orders, etc. Fourth, lack of a need for the resources controlled by the supplying organization facilitates independence,

Table 1

Conditions Facilitating Independence and Dependence

Conditions for the independency of A from B.	Conditions for B's retaining power	Implications for Inter-organizational structure.
Control over strategic resources	Indifference to A's resources	Potential exchange and bargaining
Existence of alternative sources	Control over the alternative resources	Potential competitive system--exchange rates
Use of coercive power	Control over law and order	Coalition formation
Lack of need for B's resources	Ability to manipulate values and control innovation	Increased innovation and formation of ideologies
"A" has none of the above	B has all of the above	Dependence of A on B

Note: From Exchange and power in social life, by P. M. Blau. New York: John Wiley and Sons, 1964, p. 124. (Modified by Howard Aldrich, Organizations and Environments, 1979, p. 270).

and this is achieved by modifying the organization's goals or technology in order to do without the resource or use a substitute.

Compliance, therefore, assumes dependency on outside resources by the agency carrying out the policy and the manipulation or negotiation of "domain consensus" (agreement on what the organization should do, see Thompson, 1967, pp. 32-34) on how the resources are to be used or how to perform the tasks engendered by the change. A source of conflict and a measure of dependency is the conditional autonomy of the individual in the organization and the autonomous actions of the organization as whole.

Katz (1968) defined autonomy as independence from external control, meaning that the activities of workers with the organization are not fully controlled either by the organization or by external agencies (Katz, p. 47). Katz stated that "an actor's strong commitment to an organization and its goals tends to be accompanied by autonomy privileges" (p. 31). Katz's definition of commitment is based on Barnard's definition, i.e., the willingness of the individual to serve (Barnard, 1938, p. 83). Implicit in Katz's approach is that commitment, or willingness to serve, is based on freedom to conduct tasks and manage resources in accordance with individual or organization goals. In terms of commitment to change, Katz seems to suggest that change initiated from within the organization is the most acceptable to that organization's members (p. 82).

Any assurance that members will accept the change will be determined by the degree of integration of individuals and tasks within the organization (Thompson, 1967). In any case, even change initiated from the bottom up or within the organization is subject to external control and regulations

if the magnitude of the change requires resources from the environment. Katz assumed or implied a static condition in terms of the membership of the organization once change is initiated. Educational change usually requires new personnel offering special expertise. In addition to recruitment, there is turnover among staff. Most schools will not be able to directly select who will enter the organization due to union restrictions, government regulations, desegregation, and other factors. For these reasons, change theory must consider the process by which new personnel are integrated into the organization. How the person enters the organization, for example, might affect commitment to the change, to the organization, to the task environment, and to co-workers (Staw, 1977). Stogdill (1966) argued that the integration process is an organizational outcome measure highly correlated with job satisfaction (p. 27).

Satisfaction is related to individuals' commitment to act not only with a sense of allegiance to the organization or the planned change but also to individuals' perception that the change is an acceptable alternative mode of self-advancement or self-preservation (Burns & Stalker, 1961, p. xv). Job satisfaction is a key variable, helping expand the focus of implementation to include the impact of the change on individual commitment and organizational maintenance. Burns' (1963) classification schema is illustrative of an interactive relationship between the origin of change and an organizational member's reaction to it (see Table 2). Based on what Burns calls micropolitics--political actions that take place within the organization--his classification schema draws attention to likely political conditions within the organization during implementation, not

Table 2

Burns' Classification Scheme of Micropolitics as Mechanism for Organizational Change

	External Change	Internal Change
Shared Beliefs	Involves those changes where the political action between the organization and the external agency introducing new resources share the same system of beliefs and the general effect is the maintenance of a dynamic equilibrium. Essentially there is no change in relations and no reversal of the balance of power.	Involves change initiated within the organization with a general consensus and commitment to the need for change or the acceptance of the need for change by those in the organization.
	A	B
	C	D
Discrepant Beliefs	Involves change that is externally induced and discrepancies in the kinds of values, purposes, and criteria of achievement obtaining among the members. There is a loss of control and power either between the organization and the external agency mandating the changes. Therefore, there is likely to be resistance to implementing the change through subversion and other tactics.	Involves political actions in circumstances of internally initiated organizational change when there are disparate views about the criteria and goals of the organization. The effect of the political action, is to alter the power relations while leaving the organizational structure relatively unaffected.

Note. From "Micropolitics: Mechanisms of institutional change," by T. Burns, Administrative Science Quarterly, 1963, 6, 270-275.

to where the impetus for change originates. Both commitment to and satisfaction with the planned change may not be solely a function of the decision-making or adoption phase of the change process (Bardach, 1979). Rather, the degree of commitment and satisfaction is subject to the type of opportunities presented once the change is introduced into the organization.

The introduction and implementation of change may bring in new resources (both material and human), cause existing resources to be reallocated, or both. In any case, planned change entails costs as well as benefits for members within the organization. According to Burns, the new situation is to be viewed as a "releasing mechanism" by which organizational members strengthen or weaken their status and accomplishment as well as work to attain organizational goals (Burns, 1963).

Planned change can introduce new resources into an existing organization or can result in reallocation or removal of existing resources. Burns' model suggests that the implementation of change be viewed as a series of maneuvers and counter maneuvers among organizational members pursuing their personal, individual interests. The integration of these interests is contingent upon the cost/benefit opportunities provided with the planned change. Where the change originates may suggest the extent to which individual members can actualize their self-interest. The self-interest perspective presented by Burns implies that individuals do not resist change; rather they resist efforts that will control their self-actualizing behavior within the organization.

Towards a Theoretical Framework

At least three factors can be discerned from the preceding review of conceptual models of organizational change and relationships: (a) the decision source of change, (b) personnel, organizational, and external agency decisional relations, and (c) the integration of change. Figure 2 illustrates the interrelation of these factors, where emphasis is on the interactive process between personal/organization and external agency relations. These interactive relations and decisional outcomes affect the integration process, how tasks are performed and change objectives accomplished. Each of the three factors is discussed in the following paragraphs.

Decision Source of Change

The decision source for change is indicative of the direction and type of relationship existing at the time of the decision (see Table 3). It provides the context for the dynamic interplay among actors as change is implemented. Bardach (1979) describes implementation "as (a) a process of assembling the required elements for producing a particular programmatic outcome, and (b) the playing out of a number of loosely interrelated games whereby these elements are withheld from or delivered to the program assembly process on particular terms" (pp. 57-58). Emphasis is on bargaining, persuasion, and maneuvering under conditions of uncertainty. This approach differs from the view of implementation as linear or phasic (see Herriot & Gross, 1979).

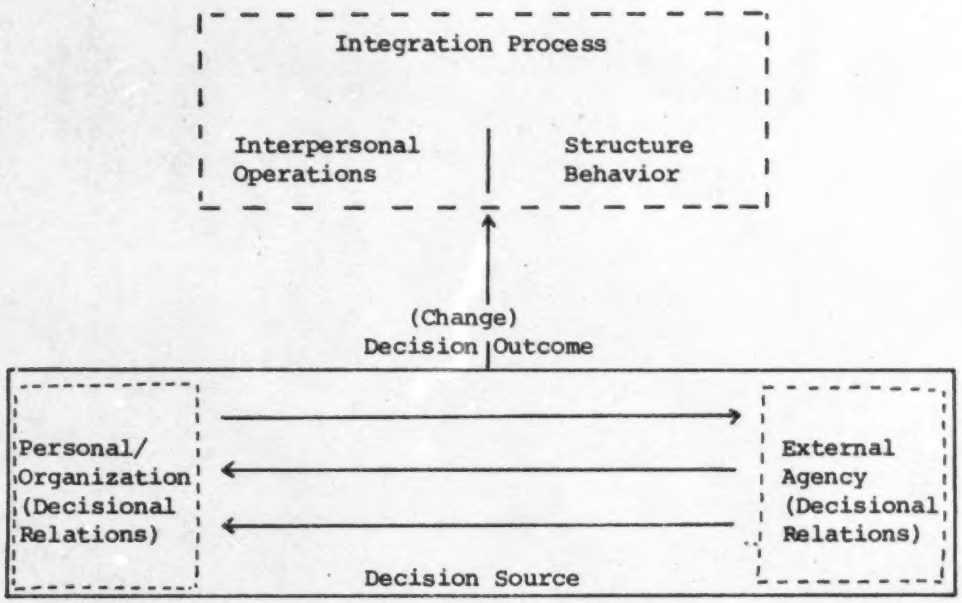

Figure 2. Theoretical framework.

Table 3

Schema of Impetus of Change and Organizational Relations

Nature of Relation	Reactive	Proactive	Interactive
Dependent	External agency exerts complete control over how the change will be implemented; change is initiated externally--internal resistance.	Internally initiated change; organization is dependent on external agency for all the necessary resources to carry out the change.	Mutual recognition or decision to implement; the organization implementing the change is dependent upon the external agency for resource.
Independent	Change initiated externally; organization members have choices about whether to carry out the change and how the change will be used in the organization.	Internally initiated; the organization uses its slack resources or is able to implement the change without outside support.	Mutually made decision; however, the organization implementing the change maintains complete control over procedure and resource.
Interdependent	Change is external; the procedures for how the change will be implemented are collaboratively set by the initiating agency and organizational members.	Internally initiated change; however, the organization must collaborate with an outside agency to ensure implementation.	Mutually made decisions; organization and external agency collaborate on procedures and objectives and provide mutual levels of resources.

The dynamics of existing relations and availability of resources in the implementation process will be contingent upon the given organizational situation. Shirley (1979), for example, has noted:

> The essential point is that tension always exists in organizations undergoing change; however, the tension may be either consciously created by individuals or groups (in response to environmental forces) or it may itself create the need for change (in the form of organization stress). Consequently, the recognition of the source of tension (or decision for change) makes for a more informed assessment of probable reactions to change by those affected (p. 101).

The decision source, therefore, is an indicator of the nature and the initiative for policy decision either within or outside of organizations. Both the nature and direction of the policy change initiative are influential in the implementation of action and strategies.

Personal/Organizational and External Agency Relations

Based on Stogdill's theoretical approach and findings, the organization is a system of interrelated behavior and expectations of individuals who comprise the membership of the system (Stogdill, 1966, p. 22). The literature reviewed in this discussion suggests that the nature of interrelated behavior (i.e., dependent, independent, and interdependent) are useful focal points. Emerson and Blau's concepts suggest that the organization and its members seek to maintain an independent relation to its external environment. Katz suggested that this is particularly

relevant when considering members' ability to maintain autonomy over the tasks to be performed in the organization. Implicit in these conceptions is that resistance to change may be contingent on the extent to which members feel they will become too dependent on external agencies, or the extent to which they feel they will lose control over their task in relation to other members in the organization.

Blau presents a model that suggests the alternative strategies likely to result given the dependency of the organization or organizational member on resources controlled by the task environment. Change could mean greater dependency and restriction on what the individual can and cannot do in the organization. For Blau it is the control over the resources or the availability of alternative resources that will determine the nature of relationships within and outside the organization. Burns's analysis centers on shared beliefs in what the organization's objectives should be or domain consensus. In both cases, impetus for change and control over resources is important in terms of commitment to the change. Commitment can be defined as identification with what the change will bring to the organization and the extent to which a member of the organization feels able to perform or accomplish objectives. Burns's political action model similarly suggests that the maneuvers of individuals in the organization are generated by new expectations and compulsions put upon the individual by the change whether initiated inside or outside the organization (p. 264). Emerson and Blau's emphasis on dependence and independence is synonymous with Burns's focus on the costs and benefits for members

within the organization. The introduction and implementation change either presents greater costs in terms of greater dependence or benefits in terms of independence.

Integration of Change

Integration is defined as the extent to which the organization and its members are able to maintain structure and functional relations while implementing change (Stogdill, 1966; and Lawrence & Lorsch, 1967). Any organization, regardless of size and purpose, must maintain structure and operational effectiveness to accomplish agreed or mandated objectives, whether internally or externally initiated. The survival of the organization under change may depend upon the support members in the organization. Katz's model suggests that the extent to which members have a degree of autonomy over what task they are to perform is indicative of their commitment and satisfaction with new programs or with existing policy. According to Lawrence and Lorsch (1967) the purpose of the integration process is to achieve a unit of effort among various subsystems in the accomplishment of the organization's task. Their research focuses on the extent to which subsystems develop particular attributes in relation to the requirements posed by the relevant environment. Among their findings, they note that the degree of uncertainty and frequency of change in the structure of the organization can be viewed on a continuum of greater centralization to greater decentralization and inter-member contacts will be on a continuum of personal to impersonal.

Changes in controlled or autonomous work, organizational behavior, and structure could impact on how the new change or policy is implemented or not implemented. An integrative process or system is relevant since it focuses directly on how organizational members will respond or perform during change and how the organization members will respond to each other in carrying out the requirements of the policy changes.

Summary and Conclusion

After a review of literature, several factors were identified as having an impact on the relationship between external decisions for planned change and the implementation of planned change. The many levels of hierarchy the external decision must pass through will affect the original objectives and intent of change. Alteration of objectives and intent occurs because at each level individuals shape the change in accord with their particular preferences or values.

Also, resistance to change reflects sunk costs or foregone investments to individuals within the organization. As a result, change represents an alteration of the status quo of interpersonal relations and structure. Teachers, for example, are likely to feel that their autonomy to teach and perform activities has been encroached upon when the decision for change is external.

Because of the likely resistance to externally initiated change, researchers have suggested the use of power equalization strategies which would essentially co-opt the implementors of the change. Power equalization

strategies include teacher participation in the decision as well as staff development techniques involving T-groups and inservice sensitivity training. The underlying intention is to get members in the organization to comply with the external mandate and use the change technology or implement a policy. In short, two general findings were related to externally initiated decisions: (a) the implementors of change are likely to view externally initiated change with apprehension and resistance because of their value preferences and sunk costs in the existing practices and structure of the organization, and (b) when external agencies initiate change, the focus is on management controls which manipulate the implementors into complying with the intent and objectives of the change.

A review of conceptual approaches to organization change and implementation indicated that the factors surrounding implementation were conceptualized in a limited rational or phasic context. The context was limited in that researchers either considered internal decisions for change (made within the organization carrying out the objectives of planned change) or external decisions for change (made by agencies outside of the organization carrying out the objectives of the planned change). The research context was rational or phasic in that the implementation process was viewed as a sequence of stages and individuals were believed to act in accordance with the change plans.

Where decisions are made appears central to understanding the actions of individuals and organizations involved in implementing change. Further, management and organizational techniques are currently predicted on assumptions about the origin of a decision for change.

The source of a decision to change includes both internal and external components. Research to examine differences between decision sources will provide an explicit, empirical basis for further research strategies and for management techniques designed to ensure that planned change objectives are accomplished.

Rather than a rational phasic schema, individual/organizational self-interests should be the focus for understanding the implementation process. Individual self-interest involves the value systems and willingness of individuals who must perform the tasks entailed by change. The implementation process involves efforts to integrate demands for change with the autonomy of individuals and organizations to pursue their own interests while accomplishing the goals or tasks required by the change.

Based on the discussions of theoretical framework, several factors merit further research.

1. Where the decision for change originates may have some impact on how members within the organization perceive the change, and ultimately on how it will be implemented. Implementation may be contingent upon the locus of control over resources (including personnel resources) and the ability of organizational members to accomplish the tasks entailed by the change. This point suggests research may be fruitful which would consider not only externally initiated change but internally initiated change as well. The locus of decision for change is an indication of the nature and impetus for relationships, both within and outside the organization, at the time of the change.

2. The implementation process is composed of maneuvers and counter maneuvers among members within the organization attempting to actualize what they consider appropriate personal and organizational goals. The maneuvers of individuals in pursuit of their own interests are seen as outcomes of the interactive relationship among persons, organizations, and external agencies. These decisional outcomes generate new expectations which are then placed upon the individual implementor. The survival of the organization is contingent upon efforts to integrate demands for change with individuals' and organizations' autonomy to pursue their self-interests.

This list of factors, while not exhaustive, describes some of the dynamics of initiating and implementing planned change. The perspective offered in this paper may have considerable potential for expanding our understanding of the interrelationship of external decisional relations and the organizational change process.

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